

- Normal school lands, which currently support three universities (Western Washington University in Bellingham, Central Washington University in Ellensburg and Eastern Washington University in Cheney).
- Scientific school lands, which support the Washington State University.
- Capitol building lands, which support the construction of state office buildings on the capitol campus in Olympia.

Of the original Federal Grant lands, approximately 1.463 million acres of forest lands remain and are addressed by this Forest Resource Plan. Table 1 on pg. 8 shows the types of state forest land and the acreage in each Federal Grant trust.

## FOREST BOARD LANDS

There are 607,000 acres of Forest Board lands in Washington, classified into two categories: Forest Board Transfer (about 530,000 acres) and Forest Board Purchase (77,000 acres).

The Forest Board was established in 1923 to manage logged and abandoned properties formerly owned by individuals and corporations. The land reverted to the counties when the original owners failed to pay property taxes. These properties were subsequently transferred to the state, and the Forest Board was established to regenerate trees on the lands, which are now managed for timber production in perpetuity.

Revenues produced from Forest Board Transfer lands support the county and junior taxing districts (such as schools, road and cemetery districts) in which they are located. The department manages these properties as trustee.

Forest Board Purchase lands were acquired by gift or purchase. Revenues go to the county and junior taxing districts in which they are located and the state general fund for the benefit of public schools.

Forest Board lands are also addressed by this Forest Resource Plan. See Appendix D for a list of Washington State counties having Forest Board lands.

## COMMUNITY COLLEGE FOREST RESERVE

In addition to Federal Grant and Forest Board lands, the department also manages a small amount (3,223 acres) of forest lands for community colleges. The Community College Forest Reserve was established by the state legislature in 1990; monies for the department to purchase the properties were appropriated that year.

Additional land will be purchased if funds are allocated. These lands, located near urban areas, form a buffer between working forests and suburban uses. The properties are managed for sustainable timber production, but special consideration is given to aesthetics, watershed protection and wildlife habitat. Revenues go in a special fund for building and capital improvements on community college campuses.

The Community College Forest Reserve, though not part of a trust, is also addressed by the Forest Resource Plan.

**TABLE 1: STATE FOREST LANDS  
MANAGED BY THE DEPARTMENT  
OF NATURAL RESOURCES**

<b>Federal Grant Trust Lands</b>	<b>Acreage</b>
Common School	1,095,608
Agricultural	55,551
Charitable	38,302
University (original)	2,017
University (transferred)	53,599
Normal Schools	54,628
Scientific School	64,833
Capitol	98,460
 <b>Forest Board Lands</b>	
Transfer	530,000
Purchase	77,000
 <b>Community College Forest Reserve</b>	
	3,223
 <b>Total</b>	 2,073,221*

\* Rounded to 2.1 million acres for purposes of this document.

## MANAGEMENT COSTS

The department receives a portion of the income generated by state forest land to pay for its management costs.

On Federal Grant and Forest Board Transfer lands, the department retains up to 25 percent of the income generated. On Forest Board Purchase lands, the department retains up to 50 percent of the income generated.

Monies for managing Federal Grant lands are retained in the Resource Management Cost Account. Monies to manage Forest Board lands are retained in the Forest Development Account. Monies to manage the Community College Forest Reserve are retained in the Community College Forest Reserve Account.

The funds pay for the department's reforestation, administration and other management costs. The remaining revenue goes to the designated trust.

## INCOME FROM STATE FOREST LANDS

The department generates income for the trusts by selling to private companies the rights to cut timber from state forest lands. In fiscal year 1991, the department generated approximately \$215 million for the various trusts from state forest lands.

Table 2 opposite shows the amount of income generated from state forest lands annually in the last decade. (The trusts also contain nontimber assets and resources. Income from those sources is not included in this amount and nonforest lands are not covered by this plan.)

**TABLE 2: ANNUAL INCOME GENERATED ON  
STATE FOREST LANDS\* 1980 - 1989**

Year**	Trust Income	Management Funds	Total
1980	\$126,012,431	\$37,003,568	\$163,015,999
1981	78,931,205	16,798,282	95,729,487
1982	116,410,722	26,043,698	142,454,420
1983	85,626,667	27,427,410	113,054,077
1984	79,412,290	28,866,650	108,278,940
1985	88,274,510	32,228,534	120,703,044
1986	86,262,949	30,187,060	116,450,009
1987	92,621,605	32,837,735	125,459,340
1988	141,719,134	22,887,561	164,606,695
1989	151,776,272	52,524,607	204,300,879
<b>Total</b>	<b>\$1,047,247,785</b>	<b>\$306,805,105</b>	<b>\$1,354,052,890</b>

\* Includes income from all timber sales and miscellaneous forest product leases and sales. Does not include income from land sales, rights of way or easement agreements, or income from the transfer of land from trust status to State Parks, Natural Resources Conservation Areas or Natural Area Preserves.

\*\* Fiscal year (July 1 to June 30).

## SUBJECTS NOT COVERED

In addition to state forest lands, the department manages aquatic, agricultural, urban and range lands. These nonforest properties are not addressed in the Forest Resource Plan and FEIS. Mineral and grazing leases on state forest lands, which are administered by the department's Lands and Minerals Division, are also excluded.

The department has set aside about 56,000 acres in natural preserve and conservation areas where timber harvesting is generally not allowed. A list of properties is included in Appendix E. The acreage was purchased by the department and removed from the trusts with monies appropriated by the state legislature. These lands are not covered by the plan or FEIS.

Finally, the plan and FEIS do not affect activities on private or federal land or state lands (such as state parks) managed by other agencies. Specific forest practices regulations promulgated by the state Forest Practices Board under the Forest Practices Act and enforced by the department's Forest Practices Division are not discussed in the plan either.

## RELATIONSHIP WITH TRIBES

The department acknowledges the sovereign status accorded to Washington's 26 federally recognized Indian tribes. Consistent with the Centennial Accord signed in 1990, the department has developed a tribal policy that emphasizes cooperation with tribal governments. The department will conduct relations with Washington's tribes as one government to another. The department in good faith will exhaust all reasonable means of negotiation and mediation before pursuing judicial resolution. In negotiations, the department will seek outcomes mutually beneficial to the tribes and the state. A copy of the tribal policy is included in Appendix F.

# RELATIONSHIP WITH OTHER MAJOR ACTIVITIES

Although the department intends for this document to remain in effect for ten years, it recognizes that other major activities and issues will affect the Forest Resource Plan during its implementation.

These activities include:

- Pending federal court decisions and agency determinations regarding the northern spotted owl.
- Changing state Forest Practices Act regulations.
- Recommendations of the Commission on Old Growth Alternatives.
- State growth management legislation.
- State clean air legislation.
- Implementation of the federal Forest Resources Conservation and Shortage Relief Act, which restricts log exports from state forest lands.

*The commission  
recommended  
that the department  
establish the Olympic  
Experimental  
State Forest.*

## ENDANGERED SPECIES ACT

The northern spotted owl was listed in 1990 as a threatened species under the federal Endangered Species Act. Federal regulations to protect the species also apply to state forest land. As a result, the department has currently restricted timber harvest on approximately 63,250 acres. This number is subject to change.

Other species associated with older forests, such as the marbled murrelet and the fisher, may be listed in the future. Additional timber harvest restrictions may therefore apply to state forest lands. Federal protection of anadromous fish runs on the Columbia River and its tributaries may also affect future management of some state forest lands.

## STATE FOREST PRACTICES ACT AND REGULATIONS

The state Forest Practices Act and the rules promulgated by the Forest Practices Board regulate forest practices on all state and private lands, including lands subject to this plan. The rules are enforced by the department's Forest Practices Division.

Although forest practice regulations are not explicitly addressed in this plan and approval of the final plan will not change forest practice regulations, the department pays particular attention to the relationship between its own forest land management policies and forest practice regulations. If new regulations promulgated under the state Forest Practices Act exceed the requirements of this plan, the department will modify its practices to comply with the regulations.

The department was a participant in the 1986-87 Timber, Fish and Wildlife (TFW) Agreement, and it convened and participated in the 1989-90 Sustainable Forestry Roundtable (SFR) negotiations. The outcome of these processes, taken together, fundamentally shifted the approach in forest practice regulation from an individual, activity-by-activity approach to a landscape perspective based on cooperative planning. Cooperators in the ongoing TFW process include representatives from the timber industry, environmental organizations, tribes and state agencies.

The Forest Practices Board, composed of representatives from state agencies, landowners and the general public, is currently considering significant regulatory changes that are based on the Sustainable Forestry Roundtable negotiations. Not only is the department obliged to meet the minimum requirements of current forest practice rules, it intends to pursue the substance and spirit of the TFW and SFR processes in managing the lands subject to this plan. The department anticipates this plan will comply with, or exceed, forest practices rules adopted by the Forest Practices Board. When rules are finalized, the department will evaluate the plan and modify it if needed to guarantee compliance. The sections of the plan that pertain to the proposed rule changes are: timber harvest; landscape planning; watershed analysis; protection of riparian areas; wetlands; wildlife; and historic and archaeological sites.

## **COMMISSION ON OLD GROWTH ALTERNATIVES**

The Commission on Old Growth Alternatives, created in June 1989 by Public Lands Commissioner Brian Boyle, consisted of representatives from the timber industry, tribes, conservation groups, state and local government, as well as forestry and financial experts.

After a year of study, the commission recommended that the department establish the Olympic Experimental State Forest, which will be managed as a separate unit of state forest lands on the western portion of the peninsula. The commission also recommended that the department defer for 15 years the harvest of 15,000 acres of mature natural stands in the forest that are habitat for the northern spotted owl. The department intends to follow the commission recommendation on deferrals and has prepared a draft management plan for the forest which attempts to implement other commission recommendations. (See Policy No. 6, Western Washington Ownership Groups, pg. 20, for a discussion of the Olympic Experimental State Forest.)

## **STATE GROWTH MANAGEMENT LEGISLATION**

The state legislature enacted growth management legislation in 1990 and 1991 that will affect some lands managed by the department. The statute requires local governments to establish comprehensive growth management plans; these plans will address a range of natural resource issues, including timber and other resources on state forest land.

In some cases, state forest lands that lie in zones identified for development will be protected from development. In other instances, the land may be converted to other uses. The department has the responsibility to identify forest lands that should be protected from development.

## **STATE CLEAN AIR ACT LEGISLATION**

New clean air legislation was passed by the state legislature in 1991 which addresses the use of controlled forest burning. In the last ten years, the department has reduced dramatically the use of controlled forest burning (commonly called slash burning), and it will continue to limit this practice in the future.

## **FOREST RESOURCES CONSERVATION AND SHORTAGE RELIEF ACT**

In 1991, Congress passed the federal Forest Resources Conservation and Shortage Relief Act, which directs the Secretary of Commerce to restrict from export 75 percent of the raw timber harvested from state forest lands in Washington State. The figure may rise to 100 percent in two to five years.

Compliance with the Act limits the department's available timber marketing options. In addition, the Act may reduce future revenues and the amount of money available for state forest land investments that enhance forest productivity.

# IMPLEMENTATION OF THE FOREST RESOURCE PLAN

When the Board of Natural Resources adopts the Forest Resource Plan, the department will develop specific procedures and guidelines for its staff to follow in implementing this document. The policies in the plan are broad by necessity. The department's procedures and guidelines will help department managers in different parts of the state apply the policies to their specific areas. As the procedures and guidelines are developed, the department will report to the Board of Natural Resources on how the plan is being implemented.

The department intends to execute the Forest Resource Plan faithfully and expeditiously.

## DOCUMENT ORGANIZATION

There are 40 policies that comprise the Forest Resource Plan. They are numbered in order and appear in boldface type. A discussion follows each policy.

The plan is organized into four chapters: Trust Asset Management, Forest Land Planning, Silviculture and Implementation.

A brief summary on the following pages describes the goal of the Forest Resource Plan, summarizes the current policies and describes the major changes from the previous Forest Land Management Program.

The appendixes contain supplemental information.

## TERMINOLOGY

"State forest lands" refers to the 2.1 million acres of forested Federal Grant lands, Forest Board lands and community college lands managed by the Department of Natural Resources.

The Department of Natural Resources is referred to as "the department" and the "Forest Resource Plan" as "the plan."

A glossary is contained in Section 9 of the final EIS.

# Summary

- ▼ **The primary goal of the Forest Resource Plan is to conserve and enhance the natural resources of state forest land while producing long-term, stable income from these lands.**

To implement this goal, the Department of Natural Resources will develop a range of policies to:

- Provide coherent guidelines for the department and its employees to use in making responsible forest land management decisions.
- Describe how conflicts between different uses should be identified, balanced and/or reconciled.
- Provide the general public with a better understanding of the department, its policies and priorities.

## DESCRIPTION OF KEY POLICIES

- The department, as trustee, manages state forest lands for the public institutions that are the trust beneficiaries. The department will give priority to its trust responsibilities. See Policy No. 1, Federal Grant Land Base, pg. 15, and Policy No. 2, Forest Board Land Base, pg. 16.
- The department will manage state forest lands to produce a sustainable, even-flow harvest of timber. See Policy No. 4, Sustainable, Even-Flow Timber Harvest, pg. 17.
- The department manages diverse forest lands with diverse management needs. The department will therefore manage its lands at different levels of intensity depending on biological productivity and economic potential. See Policy No. 11, Managing On Base Lands, pg. 25.
- The department will identify state forest lands that have special ecological features (such as exceptional wetlands or stands of older timber) which fill critical gaps in ecosystem diversity, and it will seek legislation and funding to move these lands from trust ownership to a protective status. **Appendix E** lists lands already in protective status. See Policy No. 13, Special Ecological Features, pg. 26.
- The department will reduce the impacts of clearcutting by generally limiting the size of harvest areas to 100 acres and by requiring a "green-up" (buffer) on adjacent areas. See Policy No. 32, Green-up of Harvest Units, pg. 48.
- The department will comply fully with all laws of general applicability and in some instances will provide greater protection of soils, watersheds and other public resources than the law requires. See Policy No. 30, Silviculture Activities, pg. 45.
- The department recognizes that the forests it manages for income also exist as complex natural ecosystems. This perspective guides the department's efforts in protecting forest health, wildlife habitat and aquatic systems. See Policy No. 9, Forest Health, pg. 23; Policy No. 19, Watershed Analysis, pg. 34; Policy No. 20, Riparian Management Zones, pg. 35; Policy No. 21, Wetlands, pg. 36; and Policy No. 22, Wildlife Habitat, pg. 37.

- The department manages lands that adjoin many other ownerships, large and small. The department strives to be a good and responsible neighbor, respecting the needs and opinions of adjacent landowners. See Policy No. 16, Landscape Planning, pg. 30; and Policy No. 35, Public Involvement, pg. 51.
- Some department-managed forest lands in growing regions of the state can act as a buffer to the spread of development and provide beneficial open space for communities. The department recognizes the importance of these properties and will work with local governments to coordinate mutually beneficial actions. See Policy No. 1, Federal Grant Land Base, pg. 15; Policy No. 2, Forest Land Base, pg. 16; and Policy No. 3, Public Involvement, pg. 16.

## MAJOR POLICY CHANGES

The department has identified five major policy areas that have changed substantially since the previous Forest Land Management Program was written in 1983.

- The department will place more emphasis on protecting ecosystem diversity and providing habitat for endangered and threatened wildlife and plants.
- The department will calculate the sustainable, even-flow harvest in Western Washington on different ownership groups than in the past.

Rather than consolidate all Forest Board Transfer land in one ownership group, the department will prepare harvest schedules for 16 individual counties. On Federal Grant land and Forest Board Purchase lands, which in the past have been consolidated into two ownership groups, the department now intends to prepare a harvest schedule for each of the five department administrative regions in Western Washington. The effect of these decisions is to provide both the regions and individual counties within Western Washington with a more stable harvest flow. In Eastern Washington, harvest ownership groups remain unchanged.

- The department intends to establish a 260,000-acre Olympic Experimental State Forest on the western Olympic Peninsula. Establishment of the forest was first proposed in 1989 by the Commission on Old Growth Alternatives. As part of this activity, the department will defer 15,000 acres of mature natural stands of timber from harvest for 15 years.

Federal laws and regulations, such as those affecting the northern spotted owl, may change the scope and activities allowed in the forest and may also affect the schedule for implementing the commission recommendations. As a result, it is not possible for the department to say precisely when the forest will be established.

- The department will develop and use a new planning tool — landscape planning — to implement the Forest Resource Plan.
- The department will undertake additional efforts to analyze the effect of its activities on aquatic systems, including watersheds, riparian areas and wetlands, and it will modify its activities when necessary to protect these resources.

The specific policies that form the basis of the Forest Resource Plan are contained in the following sections of this document. Alternative policies and actions are discussed in the final environmental impact statement.

***The department will  
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